

PREPARING THE OPERATIONAL INSTITUTION OF “JANGKA BENAH” SYSTEM

A. FOREWORD

Jangka Benah refer to the time required to rehabilitate damaged forests (especially those that were converted to monoculture plantations) and turn them into normal or nearly normal forests, such as mixed plantations or agroforestry. So far, the mixed plantation or agroforestry models are part of the extensive agroecosystem that have developed in several locations. Some other examples of mixed plantations are rubber, coffee, cocoa, oil palm, and others. These mixed models ecologically have a similar function with forests. It is on this bases that Jangka Benah views that the way to rehabilitate forests that were damaged because their functions had changed to monoculture plantations is by turning them into mixed plantations or agroforestry.

As mandated by Government Regulation (PP) No. 23/2021 and PP No. 24/2021, Jangka Benah is one of the pillars in plantation management in forest areas. The two other pillars are arrangement (for plantation ownership in forest areas of less than 5 hectares) and imposition of administrative sanctions (for plantation ownership above 5 hectares). Through these pillars, the government attempts to follow up on one of the mandates of the Job Creation Law, which is saving people's investment in the form of plantations in forest areas, including palm oil plantations.

Nevertheless, implementing Jangka Benah on a large scale requires an institutional design that does not just contain theoretical concepts. Several strategic issues, such as the Jangka Benah implementation mechanism; who will be responsible; the required Norms, Standards, Procedures, and Criteria (NSPK), sources of funding, priority locations; and others are just some of the things that must be considered.

The aim of this policy paper is to provide a Jangka Benah operational institutional design so that it can serve as a solution for palm oil plantations in forest areas. The collection and analysis of data and

information for this policy paper were based on the learning of Jangka Benah demonstration plots in Sungai Jernih Village, Tebo Regency (Jambi); Karang Sari Village, East Kotawaringin Regency (Central Kalimantan); and Pangkut Village, West Kotawaringin Regency (Central Kalimantan).

B. TECHNICAL GUIDELINES

Strategy of Jangka Benah (SJB) is a socio-technical policy endeavor implemented for a certain period in damaged forests to restore the structure and function of forests as supporters of social and economic lives as well as sustainable environment. For forests that have been turned into monoculture plantations, the SJB is implemented by driving the establishment of complex agroforestry or mixed forests as part of semi climax forest vegetation.

On that basis, the concept of SJB cannot be casually equated with other land rehabilitation or forest plant enrichment projects that have been done to date, either in social forestry program or forest and rehabilitation programs. The SJB aims to not only increase the coverage of forest plants, but also recover the structure and function of the forest ecosystem so that social, economic, and environmental interests can become sustainable. SJB has more complete components, which are: (1) recovery of the forest ecosystem's structure and function, (2) institutional strengthening, and (3) policy support. Thus, the success of SJB is not the same as the sheer success of planting. It is the success of combining the intervention process of forestry engineering and the natural succession to create mixed forest or complex agroforestry models. There are two important steps in the recovery of the forest's structure and function in SJB that are interconnected and must be consolidated systematically, namely:

1. Forestry engineering intervention

The forestry engineering intervention step begins with the formulation of mixed forest design that will combine various forest plants with plantation plants (in this case, palm) optimally, followed with the implementation step which involves activities that consist of provision of seeds, field preparation, planting, cultivation, and security. This step will be carried out in at least five years for each land ownership plot conducted by farmers.

2. Natural succession

This step is the continuation of the engineering intervention step. In this step, the forestry engineering interventions will be gradually reduced, and nature will handle the process towards semi climax mixed forests. The success of the natural succession will heavily depend on the design process prepared at the earliest step. This step is estimated to go on for 35 years.

On these bases, the operationalization of SJB requires technical guidelines that contain the principles, procedures, and other aspects that all parties can investigate in implementing the SJB. This document is considered important and strategic to ensure that the implementation of the SJB stays on track as well as to ensure that the SJB is not a forest resource recovery scheme that is not fully handed over voluntarily to the farmers.

C. RESOURCE SUPPORT

To ensure that the operationalization of SJB goes in accordance with the provisions and planning, it is necessary to have sustainable resource support. The operationalization of SJB cannot just be handed over to palm oil plantation actors (or farmers) due to its complex components. Oil palms are different from rubber and coffee, which can be mixed freely with other forest plants, leading to the formation of complex agroforestry. Even if there are palm oil plantations that are mixed with other plants by the local communities in various locations, they are mostly not cultivated well. As a result, instead of improving productivity, the opposite happens, which is why they tend to be discontinued.

The implementation of SJB aims to fix and improve not only the environmental aspect, but also the social and economic aspects. Therefore, the development of semi climax mixed forest model through SJB must ensure that it will be able to improve the distribution of benefits and reduce inequality (social aspect), improve land productivity (economic aspect), and improve the forest ecosystem's function. To achieve them all, resource support is crucial.



1. Human resources

Preparing human resource to sustain the operationalization of SJB is a mutual need for both the government, in this case the Ministry of Environment and Forestry (KLHK) as the main policy actor as well as the party that conducts monitoring and evaluation and palm oil plantation actors (or farmers) that will implement the SJB. Various knowledge and forestry techniques, such as planning and development of a complex agroforestry design, the silviculture technique, and the semi climax mixed forest management, become important needs that must be met. In order to prepare qualified human resources, there needs to be practical knowledge packages about SJB for users at the government, community, and private plantation levels.

2. Financial resources

Sudah barang tentu, operasionalisasi SJB The operationalization of SJB also needs large financial resources. Private companies may be able to independently fulfill these needs. However, farmers, especially those who only have small palm oil plantations, would face difficulties in fulfilling these needs. Various field data and information shows that among the farmers, capital is mostly the main obstacle. Therefore, support and investment from various parties are needed to bolster the operationalization of SJB. They can come from the private sector (banking) or the government (state or regional budget, Public Service Agency or BLU, or long-term grant).

With all these descriptions, the operationalization of SJB requires support and cooperation from all parties, especially for provision of resources. Without them, the SJB would be merely an intercropping project just to rehabilitate land and forests.

D. STRATEGIC INSTITUTIONALIZATION

In addition to technical guidelines and resource support, the operationalization of SJB also needs institutional support (including in the form of organization) that can ensure that all planned schemes can be implemented in accordance with the target and expected result. This institutionalization is expected to become a platform for coordination, consolidation, facilitation, as well as monitoring and evaluation of the SJB. Thus, the process of initiation, consolidation, and distribution of necessary resources in SJB can be implemented more systematically. This is important, especially to support the operationalization of SJB in community plantations that tend to have limited support.

Referring to the SJB pilots in three locations, the existence of SJB facilitating institutions is crucial. Through those institutions, the people that implement SJB receive adequate assistance for every step of the SJB implementation, starting from design preparation, oil palm thinning, forest plant seeds provision, to planting. This might be the reason why the SJB implementation model in those pilot locations attract the farmers' communities in the surrounding villages.

In this case, there are at least three institutions that have the strategic potential to be proactive in the operationalization of SJB. The three institutions are as follows:

1. Village government

With the enactment of the Village Law, village governments are considered to have a large potential to run local initiatives to develop their villages and people. Through various instruments—such as the Village Medium-Term Development Plan (RPJMDes), Village Land Use Planning (RTGLD), Village-owned Enterprises (BUMDes), and Village Fund—villages have large opportunities to streamline the SJB in village development programs. With the involvement of villages in the SJB operationalization, villages can guarantee the assurance of SJB subjects.

2. Regional Government

Through the Forest Management Unit (KPH), regional governments have an authority to manage forests at the site level. Unfortunately, several national programs, such as the Social Forestry (PS) and Settlement of Land Ownership in Forest Area (PPTKH), have not actively placed the KPH as a strategic institution that must be engaged. It is no wonder that that mismatch happens frequently, especially related to the suitability of allocated land with the actual needs on the field. Therefore, the operationalization of SJB needs to make the KPH as one of the main supporting institutions. The involvement of the KPH will guarantee the suitability of SJB location at the site level. If villages are expected to be able to provide guarantee for the subjects (actors), then the regional governments are expected to be able to provide guarantee for the objects (locations).

3. Central Government

Dalam operasionalisasi SJB ketersediaan bibit In the operationalization of SJB, the need for the provision of forest plant seeds that will be planted along oil palms is absolute. Sufficient and suitable plants are the primary needs. So far, the program to provide forest plant seeds for Forest and Land Rehabilitation (RHL) in several regions is usually supported by the central government, in this case the KLHK (through the River Basin and Protected Forest Management Agency or BPDASHL). On that basis, the provision of mixed plants in the operationalization of SJB is necessary

to be coordinated and consolidated with the local BPDASHL, while other supports can be consolidated with other units, such as the Social Forestry and Environmental Partnership Agency (BPSKL) and the Production Forest Utilization Monitoring Agency (BP2HP).

E. CLOSING: INCENTIVE AND DISINCENTIVE SYSTEM

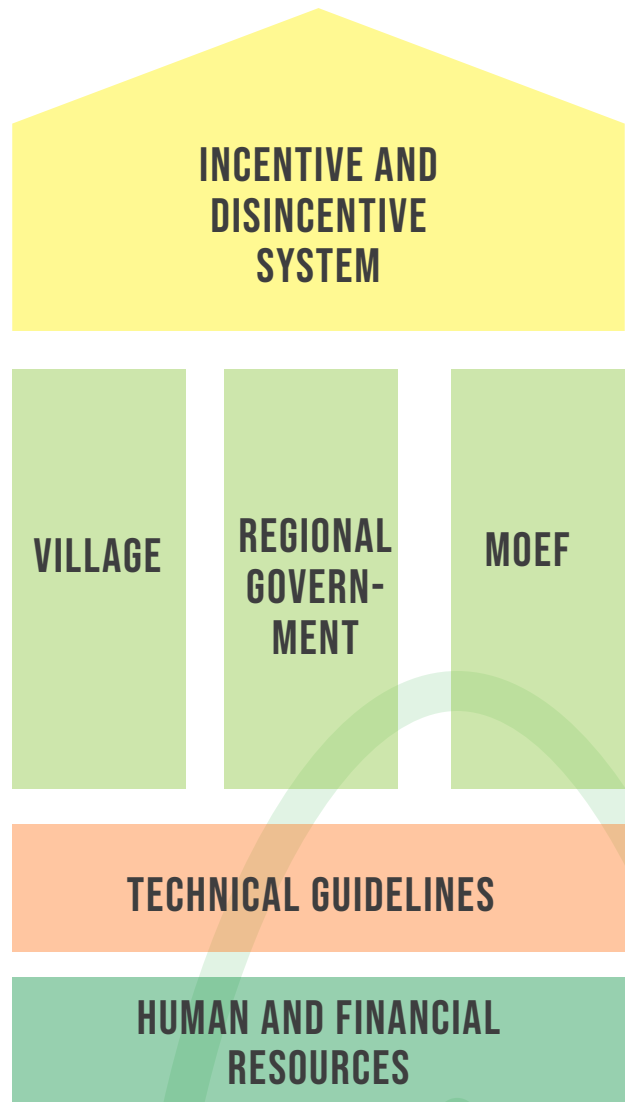
In the end, the operationalization of SJB must be equipped with an adequate incentive and disincentive system to stimulate all actors at the site level. This system is also deemed strategic in accelerating the implementation of SJB on field as well as increasing the participation of all actors. As a result, the implementation of the SJB will be effective and efficient.

The incentive and disincentive system can also be realized in various models. One of them is by giving appreciation and making it easier to access resource support for those who are successful in implementing the SJB consistently in accordance with the planned design. Conversely, sanctions will be given to those who do not implement the SJB for no good reason. The sanctions given are in accordance with the regulation, and the sanctions can be in the form of revoking access to palm oil plantations in forest areas at the maximum.

To support the incentive and disincentive system, regular reporting by the implementing actors as well as monitoring and evaluation of SJB activities by authorized institutions are needed. Various institutions, such as villages, KPH, and BPDASHL, have great potential to become authorized institutions to conduct monitoring and evaluation on the implementation of SJB in their regions.

Therefore, to be able to conduct a large-scale SJB operationalization, several recommendations that must be carried out by the government, in this case the KLHK, are as follows:

1. Preparation of SJB technical guidelines.
2. Preparation of human and financial resource support for SJB implementation
3. Preparation of SJB supporting institutions at the site level.
4. Development of SJB incentive and disincentive system.



Picture 1. Jangka Benah System operationalization structure